



# Reasonable Budgets for Public Libraries

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# Reasonable Budgets for Public Libraries and their Units of Expense

*By*

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## FOREWORD

In 1911 I delivered an address, before the Keystone State Library Association, entitled, "A Normal Library Budget and its Units of Expense." This address was, in 1913, published by the American Library Association as "Library Handbook No. 9."

The present book, "Reasonable Budgets for Public Libraries," is at once a revision and a new work. The thesis of the earlier work is adhered to; the method of presentation different. The figures have been brought up to date and in the matter of Duplicate Pay Collections and Circulating Magazine Collections a change of faith recorded.

I am indebted to Mr. Carl H. Milam, Secretary of the American Library Association, for encouragement to undertake the revision, as I am also to Miss Sarah C. N. Bogle, Assistant Secretary. But the ship went on the rocks and it was only the kindly pilotage of Mr. Joseph L. Wheeler of Youngstown, Ohio, that brought it into harbor.

O. R. Howard Thomson.

Williamsport  
December, 1924



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# Reasonable Budgets for Public Libraries

## HISTORICAL ORIGINS

**T**HE FIRST LIBRARY had no need of being budgeted. Probably it was owned by an individual and used exclusively by that individual; or by him and a few friends. The natural extension, in time, of the borrowing privilege to the friends of the owner's friends was inevitable. It may well be considered the ancestor of the idea that not only should there be city libraries that all by virtue of their citizenship could consult, but also that there should be city libraries from which, by virtue of the same citizenship, all should possess the privilege of borrowing books.

The facts are unimportant, the idea being the thing. And the idea not being very easily seen the road to its realization has been a roundabout one. Even a comparatively few years back it was rarely, if ever, the municipality that established the public or municipal library, but an individual or a group. Nor were there standards of material or service. Anyone was privileged to do as he might see fit. He might give to a city of a hundred thousand souls a collection of ten or twelve thousand dog-eared, out-of-date books, housed in an antiquated dwelling, with an endowment of a few hundred dollars a year, or none,

and still be called blessed. So great was the misconception of what a library really is, that he might also hear his gift referred to as the city's "Free Public Library"; though in reality it was but an example of everything that a Free Public Library should not be.

But however the library was established, once it was opened to all the people it had to be budgeted. The persons in charge said: "We must set aside so much for coal, so much for books, so much for repairs, etc." And though they did not call the resultant memorandum or agreement a budget, that word not then having acquired its present aureole, it was a budget nevertheless.

Just because there were no standards to which a library must attain, or of the service it must render, there were no standards as to what its expenditures should be. Libraries owned by municipalities were both rare and regarded as luxuries rather than necessities: an endowed or privately supported library must do the best it could. If the latter was partly or wholly the property of the city and the city could evade paying anything towards the support of it, generally the library received nothing. If the city were forced to contribute, it contributed as little as possible. The sole problem in making up the budget, therefore, was how the expected or hoped-for receipts should be divided; the budget was not as it is today a series of items the amounts of which are determined by the cost of more or less standardized service.

## AS IT IS TODAY

**W**HILE today every state in the Union has laws which permit municipalities to establish and maintain libraries, no state has a law compelling them to do so. Not yet have the different legislatures realized the need and value of the "Universities of the People": so, while in the matter of schools the laws are mandatory, in the matter of libraries they are little more than counsels of perfection.

Confronted with this indifference and laboring under the handicap that it entails, it is not surprising that in these United States possibly not 10 per cent of the free public libraries receive incomes sufficient to enable them to give really first-rate service; or that hundreds of others receive such absurdly inadequate sums of money that they can hardly be said to be libraries at all.

A library is not a building, nor a collection of dead and dusty books, but a living, active agent of service. And its service to the people of the city in which it is situated is today judged, not by the actual number of books it lends for home reading; but *by the number of books it lends for home reading in proportion to the number of people it is supposed to serve*. Its income is not judged to be adequate or inadequate by the actual number of dollars composing it; but *by the number of dollars it receives in proportion to the number of people it is supposed to serve*. It is by its "per capita circulation" and by its "per capita income" that it is judged.

The American Library Association has put on record its belief that good service cannot be rendered for



less than one dollar per annum per capita.\* No one competent to speak on opportunities of library service and the growing demands of the reading public; no one familiar with library technique and its multifarious problems will consider that figure at all exorbitant though but a minority of libraries receive it. Dr. George F. Bowerman in his 1924 Report† shows that the per capita income of all libraries located in the 33 cities of the United States of 200,000 inhabitants or over varied from 22.1 cents in Columbus to \$1.27 in Cleveland. The average per capita income was 66.6 cents.

The direct relation between income received and service rendered is best illustrated by citing half a dozen examples from Dr. Bowerman's table:

City	Per capita expenditure (cents)	Per capita circulation (volumes)
Cleveland	127	5.85
Portland	103	7.95
Denver	57	4.79
New York	38	2.94
Philadelphia	28	2.04
New Orleans	23	1.34

To judge a library's service solely by the number of books it lends for home use is to make use of a measuring stick whose adequacy and accuracy have been frequently impugned. It is said, and justly said, that a library's reference service, its partnership with the schools, its whole-hearted cooperation with civic organizations, clubs and societies is of greater importance—greater value. Still circulation is the popular

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\*See Appendix A.

†"27th Annual Report of the Librarian of the Public Library of the District of Columbia."

criterion, in fact the most tangible one. It rarely increases without a corresponding growth in all other healthy activities, and so will serve as well as any other phenomenon.

In cities of lesser population than those in Dr. Bowerman's list, the conditions are not greatly different. Mr. Samuel H. Ranck, of the Grand Rapids Public Library, secured from eighty-eight representative libraries in thirty-three states reports of the amounts they received *from taxes* during the year 1920 or 1921.\* The library in East Cleveland, a town of 27,000 inhabitants, headed the list with a per capita receipt of \$1.46 and New Orleans brought up the rear with 12 cents.† The average was 53.7 cents. Mr. Ranck noted that if receipts from fines, investments, etc. had been included, the figures would have been higher. Also that the libraries sending in figures for both 1920 and 1921 received on an average 20 per cent more in 1921 than they did in 1920. Since 1921, though complete figures are unavailable, the average income has been steadily increasing.

## THE FOUNDATION OF A BUDGET

Since the actual figures reported by libraries show the average annual per capita expenditures a few years ago to have been greater than sixty cents, it should be possible to explain to a city council or a board of education, the two sources from which funds usually come, why an annual income somewhat in excess of that figure is necessary if satisfactory service is to be secured.

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\*A. L. A. Bulletin, 15: 129ff, Jl 21.

†New Orleans has since doubled this rate.

If either of such bodies desired to provide for the municipality first-rate service, they would have to appropriate considerably more. But at the beginning they would probably be content with reasonable or average service.

For example, a city of 30,000 inhabitants, desirous of or possessing a library, might be selected; and preparatory to compiling the budget the wisest thing to do would be to segregate those expenditures of a library that are not to any great extent dependent upon its use but are of a fairly "fixed" character.

If the building is owned by the city, or by the library corporation, there will be no rent and no taxes to pay. It will probably be a building with at least three rooms open to the public: (1) an open shelf reading and delivery room; (2) a reference room; (3) a children's room. The single rectangle interior, the cheapest form to oversee, is not suitable for anything but a branch,\* as a circulation of 150,000 volumes a year (the minimum that can be considered in any way satisfactory for a town of 30,000) means that the average daily number of visitors will be three to five hundred, and their moving about, returning, selecting and charging books will make sufficient noise to be inimical to serious study. Children make even more noise than adults and require even more assistance. So the three rooms mentioned may be considered a *sine qua non* of almost any library.

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\*To overcome some of the disadvantages of the single room, with children's books collected in one end and reference books in the other, many libraries have subdivided their rooms by means of light partitions. If the partitions are made of glass the economy of supervision inherent in the "single room library" is largely preserved. But the acceptance of the plan of separate rooms seems eminently desirable. (A different opinion is expressed in Hadley, *Library buildings*, A. L. A. 1924, p. 13.—ED.)

While these rooms are open there must be attendants in them to aid and to supervise. The usual library hours are from 9 a.m. to 9 p.m., the staff working in two shifts—often one from 8:30 a.m. to 1:30 p.m. and the other from 1:30 p.m. to 9 p.m.\* If there is a staff of six persons such a schedule assures one person's being in each room every hour it is open;† while between 1:30 p.m. and 5 p.m. it enables three of the staff to do the thousand and one other things that cannot be done while at the beck and call of the public.

So whether the library is used a great deal or very little the following may be termed fixed charges:

Light  
Heat  
Janitor and scrubbing  
Librarian  
Five assistants

If explained properly to a business man he will regard these items in a library budget very much as a railroad official regards taxes and road maintenance; or as a merchant regards rent, light, heat and saleswomen; or as a bond dealer regards offices and traveling representatives.

Most important of all, he will see, if he adds them up and studies the following chapters, that these items account for 70 per cent to 80 per cent of the entire budget.

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\*Schedules vary. In the library under the charge of the author the shifts are 9-5 and 1-9 with 1 hour for meals. The schedule therefore calls for 42 hours a week less one half holiday, making a net of 38 hours. Fifteen minutes for tea in the afternoon is allowed. In most libraries, however, the full-time week is from 40 to 42 hours with longer summer vacations.

†Except during the evening meal hour.

## THE ITEMS IN A BUDGET

Librarians differ as to the items into which a budget should be divided. There are those who consider that two items (1, "Books"; 2, "Maintenance") are sufficient; and there are those who advocate subdivisions in such number that the flexibility in administration necessary to meet conditions arising from day to day would, were such subdivisions adopted, become an impossibility. Board meetings, too, would become little more than gatherings devoted to the authorizing of transfers of funds from one appropriation to another.

The American Library Association's latest "Revised form library statistics" approaches the grouping of items followed by many of the most efficiently administered libraries in the country, but it differs from the form of report requested by the United States Bureau of Education; and neither of the two would be regarded by the majority of library boards as sufficiently detailed to warrant adoption without radical expansion.

For medium sized libraries the most satisfactory form would probably be one with seven items and subdivisions; the subdivisions varying more or less as desired by the individual library boards.

That used by the James V. Brown Library\* has proven practical; and with minor alterations would undoubtedly be found satisfactory in ninety libraries out of every hundred.

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\*The author is Librarian of the James V. Brown Library.

## Budget Items (with subdivisions, etc.)

### BOOKS, ETC.

Books; Binding and rebinding of books; Periodical subscriptions (including indexes to periodicals, e. g., The Reader's Guide, Industrial Index, etc.); Binding of periodicals (including newspapers); Magazine binders for use on tables; etc. (The cost of a book to a library is its purchase cost plus transportation to the library. Freight, express, or postage from dealer or binder should be included.)

### BUILDING EXPENSE

#### WAGES:

Janitor: cleaning and scrubbing.

#### COAL:

Coal consumed.

#### LIGHT:

Current consumed and lamps purchased.

#### BUILDING SUPPLIES:

Soap, mops, cleaning compounds, matches, toilet-room supplies, tools, etc.

#### REPAIRS, ALTERATIONS AND EQUIPMENT:

Pump and boiler repairs; thermostat repairs, electric wiring repairs; chair repairs and caning; all new equipment such as minor shelving, catalog and filing cases, etc.; door mats, runways, linoleum, carpets, etc.

### ADMINISTRATIVE AND MISCELLANEOUS

#### SUPPLIES AND PRINTING:

All forms used in ordering, preparing and charging books; catalog cards; typewriters and typewriter supplies; ink; paste; pencils; memorandum pads; wrapping paper; rubber bands; blotters;

paper clips; accession books; account books; registration books; forms for board of health; letter and note paper, etc.

#### MISCELLANEOUS EXPENSES:

Telephone rent; safe deposit box rent; boiler and employer's liability insurance; traveling and convention expenses; dues to national and state library associations; flags; ice; a few supplies not chargeable to "Building Expense," etc.

#### PETTY EXPENSE:

Stamps; laundry; freight and express; hauling away of ashes, etc.

#### PUBLICITY:

Printing of lists and reports; posters; postage on lists mailed to secure circulation; special exhibitions; lists of books for insertion in books circulated, etc.

#### STATION EXPENSE

All expenses connected with stations and delivery stations. Freight, hauling, supervision, etc. (When branches and sub-branches are established, then budgets for such branches and sub-branches should be adopted.)

#### SALARIES

Library staff only; not janitor nor cleaning.

#### CONTINGENCY FUND

This is a fund from which all other items can draw in emergencies. Towards the end of the year the balance remaining could be transferred to such other budget item or items as the Board might designate.

#### EXTRAORDINARY EXPENSE

In ordinary years this item would probably not be used. It is supposed to cover new buildings;

extensions and additions to buildings; purchases of plots of ground; shelving and repairs of any sort if involving heavy expense, etc.

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## HOW TO FIGURE COSTS FOR A CITY OF 30,000 POPULATION

1. BOOKS, ETC. The American Library Association has placed itself on record as of belief that the home circulation (i.e., number of volumes borrowed for home reading) of a library should not be less than five volumes per capita per annum. If twenty years ago such a standard had seemed an idealistic chimera, today it is a commonplace achievement; and a library in a city of 30,000 population that circulates less than 150,000 volumes annually is rated either as inadequately supported or as inefficiently administered.\*

If the library is already possessed of a collection fairly adequate both in quality and number, the cost of a stated circulation can be estimated with reasonable accuracy. How does a merchant figure the selling price of his goods? He takes the purchase cost, and adds to it the cost of handling and his profit. Libraries do not serve for profit, and the handling cost is slight because the number of persons who are necessary to supervise a building with three rooms open to a public that requires continual assistance is almost sufficient also to deliver, receive and perform whatever other handling of books is necessary. If a book is of a kind that circulates steadily until it is worn out,

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\*High per capita circulations are more difficult of attainment in large cities than in small. A few examples from Dr. Bowerman's list are therefore cited: Cleveland, 5.85; Seattle, 6.28; Portland, 7.95; St. Paul, 5.78; Los Angeles, 6.39.



its cost is the price paid for it, plus the amount spent to rebind it, if necessary; and the material cost of each issue is the sum of its purchase and rebinding price, divided by the number of issues obtained. While it is true that some books cost \$10.00 and some twenty-nine cents and that possibly 50 per cent of the books purchased never wear out, it is also true that each year 60 per cent to 70 per cent of a library's circulation is obtained from books that circulate with fair regularity until they are worn out. Juvenile book issues constitute from 30 per cent to 60 per cent of a library's total circulation, depending largely on whether or not duplicate school collections are established; and fiction constitutes from 50 per cent to 75 per cent of the adult issues.

Take fiction first. With the ordinary library discount of 25 per cent its price varies from \$2.25 for the more expensive to fifty-two cents for "reprints" purchased in lots of 200 volumes or more.\* Most volumes are, however, published at \$2.00, making their net cost to the library \$1.50.† Rebinding, which becomes necessary after from twenty to thirty issues, costs, according to material specified, from sixty to seventy-five cents—let us say for an average, sixty-five cents. Sixty-five cents added to \$1.50 is \$2.15. So if an average of a hundred issues is obtained, each issue of fiction costs 2 and 15/100 cents.

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\*Both "Reinforced" and "Resewed and shellacked" reprints are being used freely by many libraries. As the reports of the service obtained from them vary considerably and as the percentage of the total circulation for which they are responsible is not very large the saving they effect has been ignored in this study. Doubtless their circulation cost is but one cent an issue or less.

†Greater discounts than 25% can of course be obtained by large purchasers; or by those who "bulk" their orders.

Juvenile books vary more in price than does adult fiction; and the extremes of price are of more frequent occurrence. Even a small library buys supplementary readers by the hundred and *Dr. Dolittle* by the half dozen. Supplementary readers circulate from twenty-five to thirty-five times before they are discarded;\* the better boys' books, if rebound in time, probably average eighty issues. So it would be safe to say, remembering the higher cost of juvenile classed books, that the average juvenile issue costs two cents.

Adult classed books furnish a much more difficult problem. Most of them never wear out; half of them in a town of under 100,000 people never even get to the rebinding stage. The best that can be said is that with biographies, technical books and volumes relating to the arts priced as at present, they probably average \$2.25 in cost; and that a library, such as is being discussed, should buy about 750 of them a year. It would be quite proper to deduct the cost of rebinding such as need it from the sum set aside for purchases.

Reference and art books must also be purchased—\$500 a year will probably be sufficient. A small portion of this may be used for binding and rebinding.

Periodicals are "first-aid" to high school students and college boys; the "last word" to scientists, litterateurs and men of gentle breeding; "the beginning and end" to mechanics, hand workers and engineers desirous of keeping up to date; the "between movies" to flappers and low-brows. Both the number and kind

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\*It is cheaper to buy new copies of low-priced supplementary readers and many other juveniles than to rebind old, old ones. For the cost of cleaning and rebinding one old book, frequently two new copies can be purchased.

of periodicals subscribed for will therefore vary in different cities according as the cities are rich or poor in one class or the other.\*

For \$500 a year a hundred or a hundred and twenty titles can be secured, this number including a few foreign weeklies, the chief periodical indexes and a dozen or more originals or duplicates for circulating purposes. To bind the titles indexed in the periodical indexes and to bind local newspapers and magazines, generally received as gifts, will cost in the neighborhood of \$400; while another \$100 should be set aside for replacements of injured or lost numbers and for occasional purchases of bound volumes from dealers to complete sets or runs. Closeness of the library to main pedestrian thoroughfares and the consequent large or small reading room attendance has, it should be added, a greater effect on the demand for periodicals than on any other portion of the printed collection.

Occasionally objection to the purchase of periodicals for circulation purposes is advanced, based on excessive cost. In two months, or at most three, a magazine is "out of date" and must be scrapped. Then, it is pointed out, if the library has paid thirty cents for it and it has been borrowed only ten times the cost of a unit circulation has been three cents—a higher cost than that of the usual target of attack, "best-seller" fiction. The objection is hardly valid; not only is the magazine frequently better in content than the "best seller," but the supplying of it is a service greatly ap-

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\*Grand Rapids may be instanced as a community requiring unusual periodical service. With a population of 150,000 its library assigns \$5,500 of its budget to periodicals. The per capita ratio for our 30,000 city would be \$1,100 with a large increase in the "Periodicals: binding" item.

preciated by a portion of every library's clientele. Within reason such demands for service should be met.

The "Books, etc." item will be:

Reference and Art books .....	\$ 500.00
Periodicals and binding .....	1,000.00
Classed books figured—750 @ \$2.25	
less binding .....	1,687.50
Fiction and fiction binding based on	
70,000 issues @ 2 and 15/100c...	1,505.00
Juvenile and juvenile binding based	
on 50,000 issues @ 2c .....	1,000.00
	<hr/>
	\$5,692.50

The significance of the "Fiction" and "Juvenile" figures is that if during any year a library spends for juvenile books and fiction less than the purchase and binding cost of an issue of these classes multiplied by the total volumes circulated, its stock has depreciated in value. To a business man it would appear to be as false a policy as to diminish his capital by declaring dividends out of it. That this is not generally recognized is proven by many reports showing extremely low costs of circulation. These apparently low costs of circulation are obtained by the bulk of the cost being taken from capital, that is, the potential circulation of the book stock. If a library commenced business with 10,000 volumes and circulated those volumes till they were worn out, but never bought new ones, it could not be said that the cost was merely that of administration—the cost would then be administration plus the capital (in this case books) that

was completely wiped out. An axiom of library practice is—"Unless at the end of each year the library has kept up the potential circulating value of its book stock, it must be prepared to make up the shrinkage out of a succeeding year's expenditures."

The annual growth of a library with a "Books, etc." item of \$5,692.50 (as above) would be about 600 classed books, \$500 worth of reference and art books, about 150 volumes of bound periodicals, government and state documents, whatever gifts were received, and that proportion of fiction and juvenile books that proved to be not popular enough to wear out.\*

This growth is probably sufficient, if, but only if, the library has a sound and numerically adequate collection when it opens.† What that is is difficult to demonstrate, though one volume per capita is the most commonly suggested standard. It is obvious that this standard is only of value if during every year of the library's existence the stock has been kept up to date. In old established libraries, with a large proportion of thirty- and forty-year-old volumes on their shelves, it would have little validity. The "one volume per capita" measure means "one *live* volume per capita."

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\*Books lost or stolen and books destroyed because they have been in houses where contagious diseases have occurred will reduce this growth slightly.

†A frequent difficulty experienced by small libraries is that their patrons "read them through." No patron reads all the books in the library, but many do frequently read all the books on the subjects in which they are interested. Unless the original collection is a fairly large one, the annual growth above selected will not be sufficient to hold the patronage secured at the start. For eight or ten years at least the annual expenditures for books would have to be considerably greater.

2. BUILDING CHARGES. In this division of the budget it is especially important to remember that the present study attempts to itemize expenses for a library operating entirely "on its own," that is, occupying its own building and receiving no outside aid.\*

A full-time janitor will be necessary and a trustworthy handy man could probably be gotten for twelve hundred a year. As his chief duty will be to see that the building is clean and properly warmed during twelve-hour periods, he will almost inevitably and within reason make his own schedule of working hours and these working hours will vary with the seasons of the year. Always he must close the library after the public leaves at 9 p.m., and in winter, if he is to do his share of the cleaning, and to rouse the furnace to comfortable activity by 9 a.m., he must start his day not later than 7 a.m.

In a library such as the one under discussion, there will be, in addition to the three rooms open to the public, toilets, retiring rooms, the librarian's office, the cataloging office, stack, the basement and pavement to be kept clean. There will be many tables, chairs, lamps and lighting fixtures; and not less than 4,000 or 5,000 feet of shelving with 30,000 books. The cost of the scrubbing and dusting aid that the janitor will need may be estimated at \$600 a year.

Lighting and heating costs vary with geographic location and prevailing weather conditions; also according as the library's location is near to or distant

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\*Often when a municipality owns or operates a light plant the public library receives its gas or electric current free. In rented quarters janitor service, light and heat are not infrequently included in the rent.

from coal fields. In the "Itemized Budgets of Twenty Libraries"\* the lighting and heating cost per 33,000 population was shown to be \$761.24. But it is believed that some libraries received free heat and others free light. A fair estimate would be \$1,000: divided \$500 and \$500. Building supplies would probably run to \$200; and petty repairs, alterations and equipment to \$500.

So the Building Expense item would be:

Janitor, scrubbing, etc. ....	\$1,800
Light .....	500
Heat .....	500
Building supplies .....	200
Repairs, alterations and equipment...	500
	<hr/>
	\$3,500

3. ADMINISTRATIVE AND MISCELLANEOUS. In the "Itemized Budgets of Twenty Libraries"† the percentage of the total expenditures devoted to three of the items here grouped under "Administrative and Miscellaneous"—(1) "Supplies and Printing"; (2) "Miscellaneous Expense"; and (3) "Petty Expense"‡—ran from 11.6 per cent in Bethlehem down to 3.5 per cent in Philadelphia, the wide variance doubtless being due to different interpretations of the terms. For our suppositious library between 5 per cent and 6 per cent would be reasonable, say \$1,000.

\*A table, prepared for and presented to the 1922 meeting of the Trustees' Department of the Keystone State Library Association, by the writer. All the libraries reporting were in Pennsylvania and members of the Trustees' Department of the Association.

†The table referred to in preceding footnote.

‡"Petty Expense" as an item was not used in the table, but in its compilation the petty expenditures were thrown into "Supplies and Printing" and "Miscellaneous."

The fourth, and remaining, item under this heading, "Publicity," is one that rarely has been, but undoubtedly should be, adopted by every library. "Supplies and Printing" obviously covers office and administrative supplies; "Miscellaneous Expense," equally as obviously, unrelated charges; and "Petty Expense," odds and ends. The larger libraries are today assigning one or more members of their staff to publicity work and the smaller libraries should have a fund that the librarian, in consultation with his board and staff, could use to advertise the library and its service\*—\$350 would do a great deal.

So the Administrative and Miscellaneous item would be:

Supplies and printing .....	\$ 400
Miscellaneous expense .....	400
Petty expense .....	200
Publicity .....	350
	<hr/>
	\$1,350

4. STATION EXPENSE. "Stations," according to the American Library Association definition,<sup>†</sup> "include deposit and delivery stations. Deposit stations consist of small collections of books (from two hundred to several hundred volumes) sent for an indefinite term to a store, school, factory, club, etc. The collections are frequently changed: the station has some permanency. A station may be in charge of an assistant sent from the central library or neighboring branch, or a trained librarian employed at the expense of a cooperating institution or society, an office em-

\*See Chapter "Items in a Budget," page 14.

†American Library Association "Revised form Library Statistics: Notes, definitions, rules," 1924.



ployee of a factory, or a volunteer worker. Delivery stations have no books on deposit but fill orders from a central stock."

Every library in a city of 30,000 inhabitants will find deposit stations of great value, not only in themselves, but as antennae drawing readers to the central library. In some cases and in some sections they may even solve the difficulty of reaching colored folk who dislike using an institution where 95 per cent of the users are white.

Most librarians are reluctant to send to deposit stations books of which they have but one copy; so if the stations are permanent many of the books sent to them will have to be purchased especially for them. And in a little while, as like as not, it will seem best to establish "Sub-branches," which are collections of 500 to 1,500 or more books, open an hour or more a day, and in charge of an assistant from the central library.

It would be well at the start to assign \$500 to work of this sort and await developments. Cities grow and their outer edges become ever farther and farther away from the main building, compelling the establishment of new places of contact if the whole of the people is to be served. Few large cities have found sufficient less than one branch to every square or circle of two miles; a number are planning for one to every square mile.

5. SALARIES. Salaries in libraries, as in schools, form the largest single item in the budget, and librarianship, like formal instruction, is today a profession

with its own technique, its own traditions, its own professional schools and its own degree-conferring authorities.

A broadly educated and technically trained personnel is necessary in at least the principal positions of even a small library if the library is to perform the work it should, or to justify its operation at the public expense. Mere custodianship cannot meet the need of modern workers and service such as is demanded can be furnished only by those who, possessing a high order of intelligence, have reinforced that endowment by study and special training.

The "Itemized Budgets of Twenty Libraries"\* showed that 52 per cent of the total expenditures of the libraries listed was for staff salaries. The latest "Salary Statistics of Medium Sized Public Libraries"† compiled by the American Library Association Committee on Salaries showed 49.3 per cent; and the latest "Salary Statistics in Large Public Libraries"‡ compiled by the same committee showed 53 per cent. All three lists contained a number of libraries manifestly understaffed so the average per cent allotted to salaries in the better libraries is probably between 55 per cent and 60 per cent.

In figuring the salary costs for a library the librarian must be the first individual considered. A competent man will hardly consider less than that received

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\*The table referred to on page 24.

†*A. L. A. Bulletin*, Nov. 1924, pp. A24-25. Covers 32 representative libraries in different states.

‡*A. L. A. Bulletin*, Nov. 1924, pp. A22-23. Covers 32 libraries in cities of 191,601 to 3,205,828 population. The last population is that of New York for Manhattan, Bronx and Richmond only. Brooklyn and Queens have their own systems.

by the principal of the high school in his city, and anyone but a competent man or woman is not to be thought of. For a city of 30,000 population a figure between \$3,000 and \$3,500 would probably be indicated—let us say \$3,200.\*

The next important member of the staff is the so-called "First Assistant." A "First Assistant" is in practice an "Assistant Librarian," representing the Librarian when he is absent and more often than not carrying most of the responsibility and work of one department—cataloging, reference, or, rarely, circulation. It is therefore essential that she should be a graduate of a college (or possess the equivalent of a collegiate course) and also a graduate of a library school with a course of not less than one year. The average "beginning salary" of the graduates of the principal library schools in the United States, class of 1921, was \$1,332.† But the experience of the employment department of the national association is that the more proficient graduates receive a minimum of \$1,800 within a year of their graduation. For the

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\*Due to the difference in the average of economic burden borne by men and women, the latter are frequently willing to accept lower salaries than the former. If equally competent there is injustice in paying one sex less than the other. The decision as to whether a man or a woman should be engaged will be decided by most boards on other grounds than saving a few dollars—personality, executive ability, general outlook, the kind of work it is desired to stress, the characteristics of the population to be served.

†Williamson, *Training for library service: a report prepared for the Carnegie Corporation of New York*, 1923. More recent figures for five library schools (1924) show an average beginning salary of \$1476. The 1924 class of the New York State Library School (two year course) averaged \$2,000; those who left after one year, \$1,623. Only two of the schools demand four years of college as a requirement of matriculation. Two other schools have declared their intention to make this same requirement beginning in the fall of 1925. High school, foreign languages (not less than two), actual experience, general aptitude, etc., are some of the requirements of the others. About 50% of the applicants are admitted.

position of responsibility under discussion \$2,200 is suggested.

Both the Reference Librarian and the Children's Librarian should be graduates of a library school, the latter of one specializing in the training of those preparing for work with children. That the former, especially, should also be a college graduate hardly requires statement; indeed if the salary suggested—\$1,750—is insufficient to secure a graduate both of college and library school, the college training without library school training might prove of greater value to the library than library school training without a college course.

The other members of the staff should have at least high school education—one with stenographic and typewriting ability at \$1,200 and three others at say \$1,000 each.

This total staff of Librarian and seven assistants is two in excess of the minimum spoken of as necessary to supervision and service in an earlier chapter; but if the aid which the public is coming to demand more and more from trained custodians of books is to be furnished it may be considered necessary.

To the salaries an item of \$700 should be added for substitute help, not only in routine work such as pasting books, but to tide over meal hours and vacation seasons. High school juniors and seniors are often procurable. The addition of this small but important item to the regular staff salaries brings the total salary item up to \$13,800—or 52% of the total budget.

## Salary Items

(with position qualifications)

**LIBRARIAN:**

Graduate of library school, or possessing special qualifications and experience . . . . . \$3,200

**ASSISTANT LIBRARIAN:**

Graduate of college (or possessing equivalents) and graduate of library school with not less than one year's course . . . . . 2,200

**REFERENCE LIBRARIAN:**

Graduate of college; or graduate of library school with not less than one year's course, preferably both . . . . . 1,750

**CHILDREN'S LIBRARIAN:**

Graduate of library school with special "Children's Librarian's Course"—if possible also graduate of college . . . . . 1,750

**STENOGRAPHER-ASSISTANT:**

Not less than high school plus stenography and typewriting . . . . . 1,200

**ASSISTANT:**

Not less than high school . . . . . 1,000

**ASSISTANT:**

Not less than high school . . . . . 1,000

**ASSISTANT:**

Not less than high school . . . . . 1,000

**SUBSTITUTES:**

Chiefly high school students . . . . . 700

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\$13,800

In any discussion of salaries it should be borne in mind that in libraries, as in universities, the personnel is of greater importance than the equipment. Mark

Hopkins on one end of a log and a student on the other was a keen critic's definition of a college. An able staff, in a library adding 2,500 books a year, will give greater service to and attract a larger clientele than an untrained staff bewildered by or indifferent to the inspiring possibilities of the addition of 5,000 volumes a year.

It should be added that the adoption of a scale with minimum and maximum amounts, according to length of service, will modify the salary cost in any one year. The amounts suggested might in most cases be considered the maxima.\*

6. CONTINGENCY FUND. Any library will feel happier if it has a fund to be drawn on in emergencies. Sickness, a roof that will become porous, drain pipes that burst, a chimney that topples over are ever-threatening liabilities.

The best plan is to draw the budget so that its total is less, by say \$1,000, than the expected receipts. Towards the close of each year this \$1,000 can be divided amongst the items most in need of help.

7. EXTRAORDINARY EXPENSE. In ordinary years there will be no appropriation for this item. Extraordinary expenses of the kind itemized on a previous page require extraordinary receipts.

8. UNASSIGNED. In the "Budget Collected" on page 34, this item "Unassigned" is charged with

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\*The most important contribution to the classification of librarians and the salaries that they should receive is the *Brief and specifications for library service in the federal government*, prepared by a committee of government librarians, with Miles O. Price as chairman, and published by the District of Columbia Library Association, 1923 (94 pages). In grasp of the necessity of distinguishing between professional and clerical work, and in understanding of the entire problem, it is not likely to be approached for many years to come.

\$4,157.50, the difference between the total of the charges itemized and the total income that would be received under the American Library Association recommendation—"One dollar per annum per capita."

For all the regimentation of the day, for all the prevalence of Babbittism, Taylor efficiency, and whatnot, cities somehow or other refuse so to order themselves that their differences are only in the number of people composing them. This one is an industrial city with an enthusiasm for music; that a commercial center devoted to opera and the spoken drama; a third primarily residential and with an unquenchable taste for literature. The desires of one city are not those of another, nor the pastimes of one the amusements of its neighbor. Grand Rapids given over to the production of furniture gathers together books on household furnishings; Pittsburgh collects information on the technology of steel; Detroit specializes in the design and engineering problems of automotive vehicles.

It has seemed therefore best to leave unallotted a reasonable sum that may be used in serving the special or individual interests of the city in which the library is situated. It must be kept in mind, however, that the service intended to be rendered out of these funds is of equal—in some cases of greater—importance than the service provided for by the other items of the budget, service for which there will be equal and as persistent a demand. Yet as in this case it is the individual needs of cities that are being considered, to each city should be left the appointment of the funds allotted to the fulfillment of these needs.

In the "Budget Collected" the suggestions are "Ex-

tension Work," "Special collections," "Club cooperation," "Special school work" and "Bibliographical lists." To them might be added, if the expense is not already provided for, "Automobile service." For without an automobile of some sort it is difficult, if indeed not absolutely impossible, to give modern service. There are books to be taken to the stations and factories at regular intervals; books to be sent to the high school and seminaries according to regular schedule or in response to emergency calls; talks, with books as illustrations, to be delivered to clubs and associations, visits of inspection and supervision to be made to distributing stations.

None of the items requires explanation. The special work with schools will, however, largely be regulated in volume according to the policy of the school board. If the school board itself establishes a small library in every school and also operates an adequate high school library, the public library will not be called on for as much assistance as otherwise.\*

### Other Extra Activities

No provision has been made for the two other "extra activities" frequently engaged in by libraries—lectures and art exhibitions. If undertaken they will be found helpful, and as the profit to be made out of them is, in any case, inconsiderable, it is probably wise to make them "Free to the Public."

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\*Discussion of the place the public library must take in that social activity known as "Adult Education" is alien to the purpose of this book. But the movement is one of transcendent importance to the future of America. In this connection the Bulletin, *Adult Education and the Library*, now being issued by the American Library Association committee under the chairmanship of Judson T. Jennings should be studied with the utmost care.



Properly their costs should be defrayed out of the "Unassigned" item in the budget. In default of the adoption or existence of such an item the charge to which they belong is "Miscellaneous and administrative." And it would be better to make a fifth sub-heading of this item, "Lectures, Exhibitions, etc."\*

### The Budget Collected

For a city of 30,000 population with receipts equaling one dollar per annum per capita

Items	Amounts	Per cent of Budget
Books, etc.	\$ 5,692.50	22.0
Building charges	3,500.00	13.6
Station expense	500.00	1.9
Administrative and miscellaneous	1,350.00	5.2
Salaries	13,800.00	53.5
Emergency	1,000.00	3.8
Unassigned for:		
Extension work	4,157.50	...
Special collections		
Club cooperation		
Special school work		
Bibliographical lists		
Etc.		
Totals	\$30,000.00	100.0

NOTE: If the "Unassigned" item is omitted the budget will be reduced to \$25,842.50 or 86 cents per capita; if, in addition, the "Emergency" item is omitted the budget will be reduced to \$24,842.50 or 80.2 cents per capita. The percentages have been figured with the "Emergency" item retained but the "Undivided" item omitted. As expenditures out of both, if made, will undoubtedly be chargeable in part to salaries, in part to books, in part to administrative and miscellaneous expense, etc., the percentages will not be greatly altered.

\*Many librarians hold very strongly that art exhibitions, and lectures, unless closely related to books, are not legitimate library activities. With this view, especially as applied to small cities where, if the library does not do the work, it is not done at all, the writer finds himself in disagreement. Circumstances and the financial resources of each institution should govern.

## Detailed Budget

For a city of 30,000 population with receipts equaling  
one dollar per annum per capita

BOOKS, ETC.		
Books	\$ 3,892.50	
Book binding	800.00	
Periodicals	500.00	
Periodical binding	500.00	\$ 5,692.50
BUILDING CHARGES		
Wages	\$ 1,800.00	
Light	500.00	
Heat	500.00	
Supplies	200.00	
Repairs, alterations and equipment	500.00	3,500.00
ADMINISTRATIVE & MISC.		
Supplies and printing	\$ 400.00	
Miscellaneous expense	400.00	
Petty expense	200.00	
Publicity	350.00	1,350.00
STATION EXPENSE		
Books and administration	\$ 500.00	500.00
SALARIES		
Staff only	\$13,800.00	13,800.00
TOTAL		\$24,842.50
CONTINGENCY FUND	\$ 1,000.00	
UNASSIGNED	4,157.50	5,157.50
GRAND TOTAL		\$30,000.00

NOTE: It is recommended that the budget be adopted for the seven main items and the librarian authorized to make minor changes in the subdivisions of those items. The library board is, however, entitled to more detailed information than that afforded by the seven headings.

## In Larger and Smaller Cities

Examination of reports of the actual expenditures in libraries in a large number of cities affords full warrant for the statement that the percentages of the total expenditures assigned to the various items of the budget suggested for a city of 30,000 population would hold good for the average free public circulating library in cities above 20,000 and below 1,000,000 in population.

The larger the library the more various its service and the more complex its salary schedule. Such institutions have need of many specialists, of department heads, branch librarians, supervisors of work with children, supervisors of work with schools, trained story-tellers, etc.

Appendix D "Salary Statistics in Large Libraries," compiled by the A. L. A. Committee on Salaries, should be studied in this connection. In addition to salaries it gives total expenditure and population figures.

## DUPLICATE PAY COLLECTIONS

In a medium sized library, probably in every library, the establishment and operation of a "Duplicate Pay Collection" will usually be found advantageous.\*

A "Duplicate Pay Collection" is a rental collection composed of duplicates of volumes already on the free shelves and almost exclusively of the latest fiction. When a book has earned its cost in rentals, it is transferred to the free, open shelves.

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\*In *A normal library budget and its units of expense* (1913), the writer suggested that the operation of "Duplicate Pay Collections" was of more than doubtful legitimacy, as such collections tend to make the poorer element realize that certain service is obtained from the library by those possessing money that is denied to those whose incomes are but equal to the purchase of the necessities of life. Study of the results in other libraries as well as his own has convinced him that the benefits, in nearly all cases, outweigh the disadvantages.

The sign above the collection in the James V. Brown Library reads:

DUPLICATE PAY COLLECTION

THESE BOOKS ARE DUPLICATES OF THOSE ON THE FREE SHELVES. ANY VOLUME MAY BE BORROWED FOR FIVE DAYS ON PAYMENT OF 5 CENTS—EACH ADDITIONAL DAY TWO CENTS.

THE COLLECTION IS OPERATED FOR SERVICE, NOT PROFIT; WHEN THE RENTALS OF A BOOK EQUAL ITS COST IT WILL BE TRANSFERRED TO THE FREE SHELVES.

Most novels earn their cost in ten or fifteen loans, that is, before it is necessary to rebind them. Indeed it is a good plan in order that the collection may be attractive in appearance and obviously up-to-date, to restrict it to books in their original bindings. If the collection loses on one book because it needs rebinding before earning its cost another book may be held till it earns a profit.

The benefit accruing to the library from the operation of a "D. P. C." is the securing of 50% or more of its new fiction and "best sellers" at the cost of rebinding—a saving in most cases of \$1.50. It also holds the patronage of many well-to-do people who would otherwise "do their shopping" at "loan book stores," and it relieves the pressure on the free shelves. With it, those who cannot afford to pay have a greater chance to get hold of a "best seller." Best of all it entirely shatters the attitude recommended in the past by many of "our best minds"—an attitude that expressed itself in the phrase, "Buy no fiction till it has been published at least a year and has proved its worth." To make a "Duplicate Pay Collection" pay, it must be kept up to the minute. The assistant in charge of it will place orders "in advance of publication" like any self-respecting, successful book dealer.

The "Duplicate Pay Collection" appears neither in the library's budget nor accounts. It is a separate business. At the end of each month the "Collection" presents to the library a batch of books. As, when purchased, the books can be entered in the regular accession book with a note, "D. P. C.," all that is necessary to do, when transfers are made, is to cross out these letters, take all "D. P. C." marks out of the books and put them on the regular shelves.

A collection of 150 to 200 volumes should earn about \$600 a year in a library with a total circulation of 150,000 volumes a year. That means that 30 to 35 new volumes can be purchased each month. It is best that a separate bank account, So-and-So, Treasurer, be opened and all receipts deposited and all bills paid once a month. The books covering the transactions should be audited by a committee of the Library Board.\*

### Conclusions

No suggestions for salaries to be paid individuals, nor estimates of the costs of materials to be purchased, can possess any permanency. Service and material costs rise and fall with the cost of living.

The Government's "Cost of Living Index Figure" for September, 1923, was 72.1% higher than that for 1913.† Dr. Bowerman's table covering the expenditures of the larger libraries in the United States in 1910‡

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\*In a few cities commercial "Lending Libraries" have attempted to stop the operation of "D. P. C.'s" in free public libraries, charging a misuse of public funds. The cases are likely to drag on for years. If a "D. P. C." is financed from the beginning out of its own funds, and no profit is made, the decision is likely to be against the protestants. The recent Rhode Island decision was in favor of the library.

†*Monthly Labor Review*, Vol. 17, No. 5, November, 1923, p. 100.

‡The Public Library of the District of Columbia; *Annual Report*. 1910-11.

shows their per capita expenditures to have been 28.2 cents. The table in his Report for 1924,\* which includes all cities of over 200,000 population, shows the per capita expenditure to have advanced to 66.6 cents. And this notwithstanding that some of the cities provide conspicuously inadequate funds for which they receive correspondingly inadequate service.

The percentages assigned to the various items of the different budgets vary infinitely less than the total per capita expenditures. They are 50% to 55% for salaries; about 20% for books, periodicals and binding; about 25% to 30% for light, heat, janitor, supplies, etc.

The budget suggested in this pamphlet, without emergency or extension items, is 82 cents per capita. If a city refuses to provide that sum, then fewer books must be bought, less competent persons placed in charge, and less and inferior work performed. Publishers are not presenting books to libraries because appropriations are small; nor are college and professional women willing to work for salaries that will not enable them to live in a manner they justly consider fitting.

The greatest single contribution America has made to civilization—the broadening of the channels of information—flowered in the institution that is peculiarly of her genius—The Free Public Library. In art, in drama, in literature, she has followed foreign models; in formal education she has builded on Continental systems; but in library ideals, library technique, library service, America has hewn a path not hitherto dreamed of by any of the nations of the earth. For the fulfillment

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\*The Public Library of the District of Columbia; *Annual Report*, 1924.

of her ideal but one thing is today lacking—adequate financial support. And when that support is granted the service rendered by libraries in the past will be seen to have been but a scratching of the earth, the rude disturbance of a soil, destined under kindlier conditions to bear ever rich and richer harvests for the souls and bodies of men.

## APPENDIX A

## Library Revenues

Resolution adopted by American Library Association Council, at Chicago, Mid-Winter Meeting, December 29, 1921:

The American Library Association believes that \$1 per capita of the population of the community served is a reasonable minimum annual revenue for the library in a community desiring to maintain a good modern public library system with trained librarians.

This sum should cover a main library with reading room facilities, branch libraries and reading rooms within easy reach of all the people, a registration of card holders equal to at least thirty per cent of the population, and a considerable collection of the more expensive books of reference, with a home use of about five volumes per capita per year.

This allowance of per capita revenue may need modification in the case of very small or very large communities, or communities which are otherwise exceptional. Small communities may often obtain increased library service for the same expenditure per capita by enlarging the area of administration. The situation in large communities is often modified by the presence of good endowed libraries free for public use.

Communities desiring their libraries to supply these needs extensively and with the highest grade of trained service will find it necessary to provide a support much larger than the minimum of \$1 per capita. This should cover extension work sufficient to bring home to the children, the foreign speaking people, business men, artisans, advanced students, public officials, and in general all classes of the people, the opportunities that such a library is not only ready but able to afford, with a service that is administered by trained librarians having special knowledge in their particular departments.



## APPENDIX B

### Minimum Salaries

Resolution adopted by American Library Association Council at Chicago Mid-Winter meeting, December 30, 1922.

1. The American Library Association believes that adequate salaries must be paid to librarians and library assistants if the public library is to hold and develop its place as an important educational agency.

2. It believes that a library assistant with a college education and one year of training in a library school should receive not less than \$1,620 a year as a beginning salary; that an assistant with less than a full college education and with one year of training in library school should receive not less than \$1,380 a year as a beginning salary; that an assistant with only a high school education and one year of training in a library training class (with courses of instruction which approximate those of a library school) should receive a beginning salary of not less than \$1,200 a year; that an assistant lacking library school training but having had equivalent training or experience in well managed libraries should receive the beginning salary of the class whose requirements are most nearly equaled by the length and character of the experience.

3. Higher minimum salaries should prevail in cities where the cost of living is above the average, and in positions demanding considerable responsibility.

4. Library salaries in every city and state should be adjusted to meet the competition of business, teaching, and other vocations, especially in that city and state, to the end that more well qualified persons may be attracted to library work.



# APPENDIX C

## SALARY STATISTICS LARGE PUBLIC LIBRARIES

Compiled by the A. L. A. Committee on Salaries, 1924

Group A City	Department Heads		Branch Librarians		First Assistants		Children's Librarians		Catalogers		Library Assistants		Junior Lib. Assistants		Popu- lation	Total Income 1924	Total Salaries 1924	Salaries 1924, Not Including Janitor or En- gineer	City
	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.					
Atlanta .....	1920	1920	1500	1500	1500	1500	....	....	....	....	1200	1320	900	900	200,616 *	\$ 104,301 †	\$ 54,852	\$ 49,960	Atlanta
Baltimore .....	960	1800	1140	1200	900	900	....	....	900	1560	900	900	780	780	733,826 *	277,500 †	170,000 †	150,000 †	Baltimore
Birmingham .....	1800	1860	900	1500	1200	1500	1320	1500	900	1500	900	1080	720	900	195,901	74,100	41,950	38,850	Birmingham
Boston .....	1820	4000	1456	1820	1300	2080	1196	1560	1300	2080	1196	1560	936	1196	842,890	779,935 †	580,000 †	393,340 †	Boston
Brooklyn .....	2100	3400	1800	2040	1500	1740	1200	1740	1200	1740	1200	1440	1020	1140	2,018,352 *	654,759	484,503	419,380	Brooklyn
Buffalo .....	1900	2600	1500	1800	1500	1800	Same as others		Same as others		1320	1440	1020	1200	506,775 *	249,865	143,453	124,683	Buffalo
Chicago .....	2100	4200	1680	2100	1680	2100	1680	1980	1680	1980	1080	1620	900	1020	2,935,887	1,372,377 †	801,187 †	674,959 †	Chicago
Cincinnati .....	1500	2500	1000	1600	800	1200	900	1400	800	1600	750	1200	500	1000	500,000 *	305,000	197,400	149,268	Cincinnati
Cleveland .....	2400	3700	{ S1880 * L2000 }	{ 2000 3000 }	1320	2600	1320	2100	1380	2000	1500	2200	900 *	1500	888,519	1,403,121	779,000	720,000	Cleveland
Denver .....	1600	2280	1200	1380	1380	1800	1380	1500	1380	1500	780	1380	....	....	313,566	150,000	105,340	84,328	Denver
Detroit .....	2040	3650	2040	2130	1920	2100	1620	1920	1620	2040	1740	1920	1620	1740	1,184,425	1,007,529 †	739,049 †	625,744 †	Detroit
Indianapolis .....	1860	2760	1500	1740	1740	1980	1500	1740	1500	1740	1260	1620	960	1200	314,194 *	335,772	202,113	174,204	Indianapolis
Jersey City .....	1680	1920	1320	1920	1320	1560	1560	1920	1560	1920	1320	1560	840	1200	298,103 *	173,610	110,000	92,000	Jersey City
Kansas City .....	2100	2400	1200	2100	1500	2280	1440	1650	1200	1800	900	1800	600	1500	324,410 *	213,800	.....	134,337	Kansas City
Los Angeles .....	1800	2340	1500	2100	1620	1740	1200	1560	1200	1560	1200	1560	900	1080	900,000	614,030	330,093	.....	Los Angeles
Louisville .....	1800	....	1320	....	1080	1200	720	1200	720	1200	900	1020	720	840	257,671	145,010	93,551	81,036	Louisville
Milwaukee .....	1800	3300	1440	1620	1260	1620	1740	....	1440	1620	960	1380	720	990	457,147 *	306,304 †	141,423 †	122,057 †	Milwaukee
Minneapolis .....	2200	2600	{ S1800 * L2100 }	{ 2000 2300 }	1900	2000	1500	1800	1700	1800	1500	1800	1000	1500	400,000	360,060 †	247,027 †	212,958 †	Minneapolis
Newark .....	1200	2500	1800	2300	1100	2200	1500	1800	1200	2000	1200	2000	600	900	415,000	340,000	165,192 †	137,689 †	Newark
New York Circulation .....	1968	3074	{ S1634 * L1968 }	{ 1830 2256 }	1561	1830	1561	1830	1317	1767	1229	1488	992	1200	3,205,828 *	1,139,305	846,764	774,381	New York Circulation
Oakland .....	1680	1800	1500	1620	1500	1620	....	..	1500	1620	1140	1380	900	1020	240,000	169,657 *	121,051 †	.....	Oakland
Omaha .....	1620	1920	1320	1620	960	1380	900	1380	960	1800	900	1380	840	840	191,601 *	86,900 †	49,214 †	42,026 †	Omaha
Philadelphia .....	1800	3150	1680	1680	1320	1440	1200	1320	1200	1560	792	1200	600	720	1,823,779	555,120 *	399,976	343,924	Philadelphia
Pittsburgh .....	2280	3600	1680	1920	1440	2000	1440	1680	1380	1920	1080	1800	840	1080	613,442	450,050 †	336,475	243,000	Pittsburgh
Queens .....	2256	2256	1767	1767	1405	1405	1405	1405	1405	1405	1141	....	920	....	625,390	285,782	166,379	147,025	Queens
Rochester .....	2450	2850	1500	2000	1100	1620	1000	1620	1200	1900	1120	1500	1000	1500	320,000	181,218 *	89,608	80,854	Rochester
Saint Louis .....	1680	2700	1620	1950	1320	1800	1320	1500	1320	1500	900	1260	600	840	811,541	484,401	245,047	200,046	St. Louis
San Francisco .....	2100	2400	1620	1800	1620	1800	....	....	1620	1800	1080	1620	....	....	600,000	255,527	.....	141,358	San Francisco
Seattle .....	1920	3300	1500	1800	1740	1800	1320	1680	1560	1800	1200	1560	..	....	339,189	283,342	210,350	188,246	Seattle
Toledo .....	2100	3000	1800	2000	1020	1800	1020	1800	1800	1900	960	1200	....	....	243,164 *	238,458	124,500	116,000	Toledo
Washington .....	1860	3000	1860	..	1680	1860	1680	1860	1500	1860	1500	1680	1140	1320	475,966	164,271	119,646	105,982	Washington
Worcester .....	1550	2000	1350	1600	....	....	1400	1800	....	....	1000	1600	800	1100	179,754	134,998 †	89,500 †	72,950 †	Worcester

\* 1920 census

† Figures for the year 1923.

‡ \$10,500 of income for purchase of building lots

§ Includes Hamilton County

S = Small, L = Large.

\* All under 1,200 are ranked as apprentices and junior clerks.

A. L. A. Bulletin, 1924, pp. A22-3. For explanation of titles and classes see Appendix E.

\* Population 3 boroughs, Manhattan, Bronx and Richmond.

† Includes \$22,850 for Art Gallery and Museums.

‡ Includes \$17,549 for Art Gallery and Museums

§ Includes \$20,000 for equipment of new branch.

\* Appropriations from the City. Income from trust funds is additional.

† City appropriations Receipts from overdue book fines, etc are additional.





# APPENDIX D

## SALARY STATISTICS MEDIUM SIZED PUBLIC LIBRARIES

Compiled by the A. L. A. Committee on Salaries, 1924

City	Department Heads		Branch Librarians		First Assistants		Children's Librarians		Catalogers		Library Assistants		Junior Lib. Assistants		Population 1920	Total Income 1924	Total Salaries 1924	Salaries 1924, Not including Janitor or Engineer	City
	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.					
Berkeley .....	1680	2160	1260	1380	1680	1860	1860	1860	1680	1680	1320	1860	1200	1320	56,036	67,792	40,621	37,428	Berkeley
Bridgeport .....	1500	1800	1200	1500	1200	1500	.	...	..	....	1000	1200	615	900	143,555	191,404	69,379	64,282	Bridgeport
Dallas ... ..	1392	1800	1200	1200	....	....	1392	1800	1200	1500	....	....	....	....	158,976	33,425	18,387	15,612	Dallas
Duluth .....	1680	1980	1080	1440	1260	1500	.	1380	1440	1500	780	1260	660	....	98,917	71,429	40,010	33,510	Duluth
Elizabeth .....	1440	1920	1440	1860	1200	1320	..	....	..	....	840	1080	480	840	95,682	45,487	31,000	....	Elizabeth
Erie .....	1560	1860	..	....	1080	1320	780	1560	1080	1320	1080	1320	780	1020	93,372	45,000 **	26,776	24,014	Erie
Evansville ..	1560	2220	1020	1800	840	1620	.	....	900	1140	900	1200	780	900	92,293	98,850 **	56,370	52,639	Evansville
Flint .....	1680	2160	..	....	1560	1620	....	1440	1020	1080	960	1260	720	840	91,599	78,909	32,913	30,665	Flint
Fort Worth .....	1200	1560	.	1560	....	....	....	...	.	..	900	1080	..	720	106,482	24,987	13,331	11,700	Fort Worth
Gary .....	1500	1980	960	1680	960	1440	960 **	1800	960	1440	960	1380	...	....	55,378 **	78,263	41,479	35,726	Gary
Hamilton, Ont. ....	1300	1500	1300	1300	...	....	680	1040	1040	1040	680	1040	.	....	120,900	64,758	34,956	31,214	Hamilton, Ont
Harrisburg ... ..	1080	1680	..	....	...	1800	1680	....	...	...	900	1800	720	840	75,917	28,000	16,000	15,000	Harrisburg
Houston .....	1500	2100	1020	1200	1200	1500	..	1020	...	1320	900	1200	600	900	138,276	50,000	27,500	25,140	Houston
Jacksonville ... ..	..	....	....	....	1320	1500	1440	1500	1440	1560	1020	1200	600	900	91,558	35,000	19,780	17,675	Jacksonville
Kansas City, Kans.*1 ...	1380	..	..	1380	1200	1380	.	1380	.	1380	1140	1320	.	1140	101,177	31,000	17,250	13,020	Kansas City, Kans
Nashville .....	840	1260	840	1080	....	....	720	1260	720	1260	720	1200	.	....	118,324 **	34,000	20,820	17,940	Nashville
New Bedford .....	1565	1800	928	1200	1350	1421	..	.	....	....	1177	1600	1000	....	121,217	77,871	46,945	38,157	New Bedford
New Haven .....	1400	2000	1200	1500	1140	1320	1350	..	1500	....	1080	1360	800	1075	162,519	102,320	67,890	59,717	New Haven
Paterson .....	1680	1920	1380	1380	..	....	1200	1380	1200	1380	1200	1460	900	1140	135,875	75,003	43,345	36,668	Paterson
Rockford .....	1680	1920	1440	1560	1200	1500	1440	1500	1320	1500	1140	1320	960	1020	65,651	57,645 **	30,766	26,791	Rockford
Saint Joseph .....	1560	1800	1140	1440	1080	1140	1800	1800	1560	1560	.	.	840	1020	77,939	55,000	27,397	26,305	Saint Joseph
Salt Lake City .....	1320	1380	1200	1500	900	1200	....	1680	900	....	800	1140	780	840	118,110	65,486	37,820	33,069	Salt Lake City
San Diego .....	1440	1560	1200	1440	1080	1260	1200	1380	1080	1500	1080	1260	780	1020	74,683	85,000 **	52,200 **	49,260 **	San Diego
Savannah .....	1440	1620	1440	.	1140	1200	....	1620	...	1200	..	960	720	840	83,252	25,500	18,026	16,801	Savannah
Sioux City ..	1500	1800	1080	1380	960	1500	960	960	960	960	....	....	.	....	71,227	51,400	20,855	27,655	Sioux City
Somerville .....	1100	1413	1256	1360	1100	...	995	....	1100	....	942	1100	785	..	93,091 *1	68,970	45,000 **	38,000 **	Somerville
Spokane .....	1860	1920	1380	1560	..	....	....	....	..	...	1020	1320	....	....	104,438	79,853	51,576	43,866	Spokane
Tacoma .....	1570	2100	1260	1380	1305	1440	1200	....	....	....	1215	1335	960	1020	96,965	54,000	36,083	32,828	Tacoma
Trenton .....	1620	2000	.	....	..	....	....	....	..	....	1200	1440	720	1080	119,289	86,758	45,052	42,812	Trenton
Victoria, B. C. ....	1140	1500	...	....	..	..	1320	1320	....	....	840	1020	.	....	37,421 **	23,200	13,493	12,413	Victoria, B. C.
Yonkers .....	1440	1650	..	....	1380	1440	..	1440	....	....	1200	1380	840	1200	100,176	36,680	18,670 *1	15,830 *1	Yonkers
Youngstown *1.....	1680	2400	.	1500	1020	1500	780	1500	..	1680	720	1020	..	....	132,358	77,000	43,000	40,500	Youngstown

\*1 1923 figures.

\*\* Population served, 65,819.

\*\* By local estimate, 175,000

\*\* Income from taxes only

A. L. A. Bulletin, 1924, pp A24-5 For explanation of titles and classes see Appendix E

\*\* Estimated.

\*\* Population served, 61,728

\*1 Population served, over 100,000.

\*\* New assistant in children's room, summer school only



## APPENDIX E

## Professional Definitions

*(Interpreting Appendices C and D)*

The terms, "Library Assistants," "Children's Librarians," etc., as used in Appendices C and D have been tentatively defined by the A. L. A. Committee on Salaries.

*Librarians.*

The head librarian only.

*Assistant Librarians.*

In some large libraries a special and official position; in medium sized libraries a courtesy title accorded the "First Assistant."

*First Assistants.*

The title accorded to the member of the staff who is in charge in the absence of the Librarian. In large libraries, lacking an official Assistant Librarian, she is actually an Assistant Librarian; in medium sized libraries she may be the Cataloger or Reference Librarian with authority to supervise generally the others of the staff. In Branch Libraries her duties are much the same.

*Department Heads.*

Only those in charge of departments with others under their direct supervision. The head of a Reference Department with subordinates is, for purposes of classification, a Department Head, not a Reference Librarian.

*Reference Librarians.*

In charge of a Reference department with no subordinates.

*Branch Librarians.*

In charge of a branch with or without subordinates.



*Children's Librarians.*

In charge of a children's room. But for classification purposes only those who have had special training or sufficient experience to qualify for this classification.

*Catalogers.*

Only those fitted for and actually doing expert cataloging. Not typists nor others doing routine work in cataloging department.

*Library Assistants.*

Assistants with minimum of six months training or such a number of years successful experience as actually would be equal to such training. Of the latter only those holding positions of equal importance with those having had professional training.

*Junior Library Assistants.*

Sub-professional. Performing, under supervision, prescribed details of simple routine library work. Some have had elementary training or experience. None without high school work should be included.

*Library Schools.*

Schools with not less than a full one year course.

*Summer Schools.*

Frequently conducted by State commissions at universities. Generally a six weeks course.

*Training Class.*

Schools conducted by libraries with or without simultaneous work in the library. The best not greatly, if at all, inferior to some library schools. Generally operated to secure material for positions lower than Department Heads in the library conducting them.





















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